REPORTS

Item No. 14 Speed Limit on Murray Avenue (North Kildonan Ward)

STANDING COMMITTEE RECOMMENDATION:

The Standing Policy Committee on Public Works concurred in the recommendation of the Winnipeg Public Service and recommended to Council:

1. That the speed limit on Murray Avenue between the eastern boundary of McPhillips Street and the western boundary of the C.P.R. Winnipeg Beach Subdivision right-of-way be reduced from 70 km/h to 60 km/h.

2. That the Speed Limit By-law No. 63/2019 be amended as per the attached draft amending By-law (Appendix A).

3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

DECISION MAKING HISTORY:

Moved by Councillor Sharma,

That the recommendation of the Winnipeg Public Service be concurred in and forwarded to the Executive Policy Committee and Council.

Carried

ADMINISTRATIVE REPORT

Title: Speed Limit on Murray Avenue

Critical Path: Standing Policy Committee on Public Works – Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Patman, P.Eng.	J. Berezowsky	T. Graham	J. Dunford

EXECUTIVE SUMMARY

The Public Service is reviewing the speed limit on part of Murray Avenue because a new school, École Mino Pimatisiwin, will open there in fall 2026.

The section under review is about two kilometres long. It runs from the east side of McPhillips Street to the west side of the Canadian Pacific Railway (C.P.R.) Winnipeg Beach Subdivision right-of-way. The current speed limit on this section is 70 km/h.

The Public Service recommends lowering the speed limit from 70 km/h to 60 km/h due to the:

- target speed for the road;
- presence of the school; and
- expected growth in the area.

This change will help improve safety for students, families, and other road users.

RECOMMENDATIONS

1. That the speed limit on Murray Avenue between the eastern boundary of McPhillips Street and the western boundary of the C.P.R. Winnipeg Beach Subdivision right-of-way be reduced from 70 km/h to 60 km/h.

2. That the Speed Limit By-law No. 63/2019 be amended as per the attached draft amending By-law (Appendix A).

3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

Council is required to approve and enact By-laws under The City of Winnipeg Charter.

IMPLICATIONS OF THE RECOMMENDATIONS

Upon approval of the recommendations, Schedule A to the Speed Limit By-law 63/2019 will be amended. Subsequently, appropriate speed limit signage will need to be changed. The estimated total costs are $1,300 for signage, posts and labour, and will be funded by the Transportation Division Operating Budget.

HISTORY/DISCUSSION

STUDY AREA AND BACKGROUND INFORMATION

This report assesses the speed limit on the segment of Murray Avenue from the eastern boundary of McPhillips Street to the western boundary of the Canadian Pacific Railway (C.P.R.) Winnipeg Beach Subdivision right-of-way. Figure 1, below, illustrates the study area as well as some of the surrounding area for context.

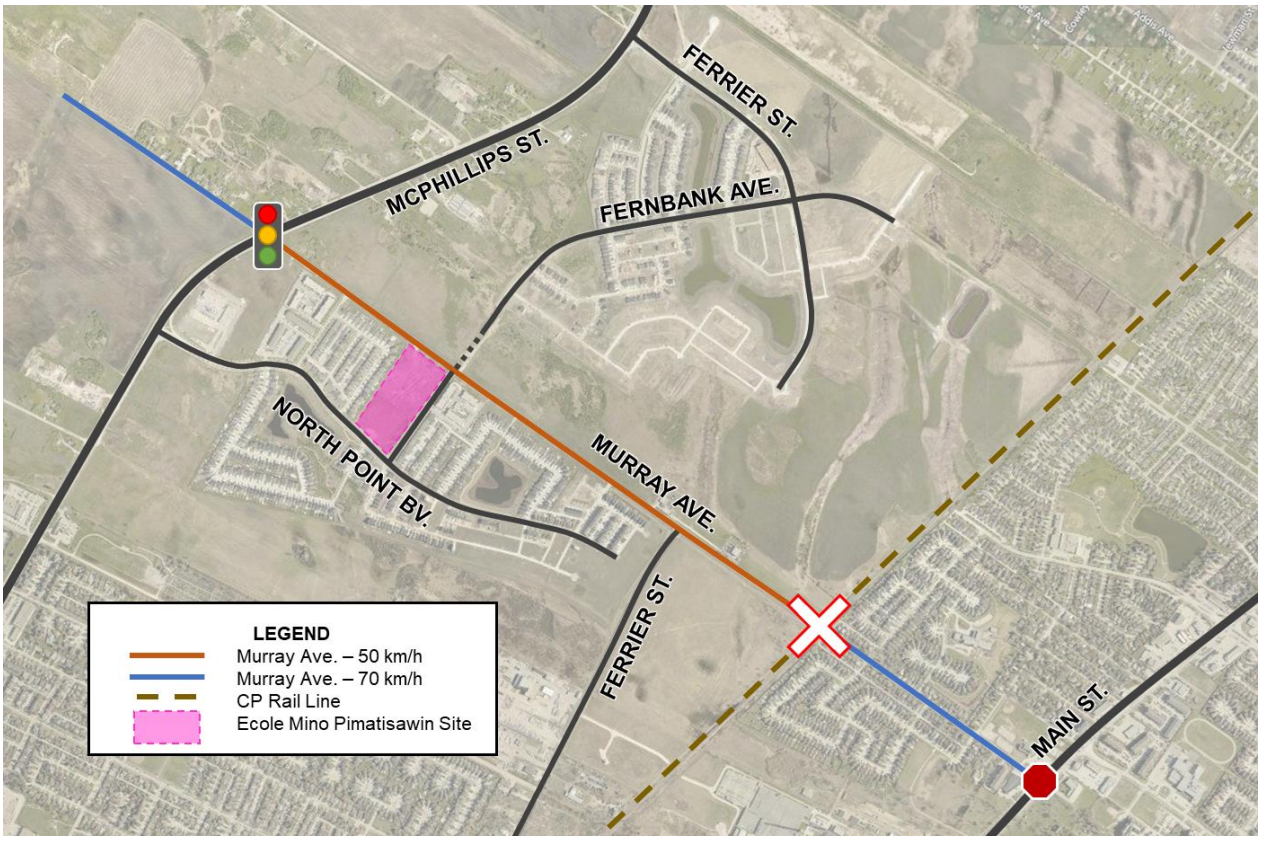

Figure 1: Murray Avenue Study Area

Murray Avenue is a two-way two-lane collector street in the Old Kildonan and North Kildonan wards, connecting between McPhillips Street and Main Street. Within the study area represented by the orange segment, it has a seven-metre rural cross-section with ditches on both sides. Murray Avenue currently has two speed limits; it is 70 km/h between the eastern boundary of McPhillips Street and the eastern boundary of the C.P.R. Winnipeg Beach Subdivision right-of-way, and 50 km/h for the rest of its length. The study area is surrounded by

a traffic signal at McPhillips Street and an active rail crossing with lights and bells at the east end.

The segment of Murray Avenue between Main Street and the rail line has adjacent residential duplexes that have been in place since the 1970s. The 70 km/h segment had remained largely undeveloped until the last decade or so when construction of Precincts F and G commenced.

Developments

The areas north and south of Murray Avenue have been developing quickly over the past several years. The developments of Precinct F and Precinct G, along with the new school, École Mino Pimatisiwin (the School) and the expansion of the North End Wastewater and Pollution Control Centre (NEWPCC), have and will continue to impact traffic volumes on Murray. Figure 2 illustrates Precinct F, Precinct G, the NEWPCC expansion site and the School site (in pink), while Figure 3 illustrates the development that has occurred in the vicinity of Murray Avenue between 2018 and 2024.

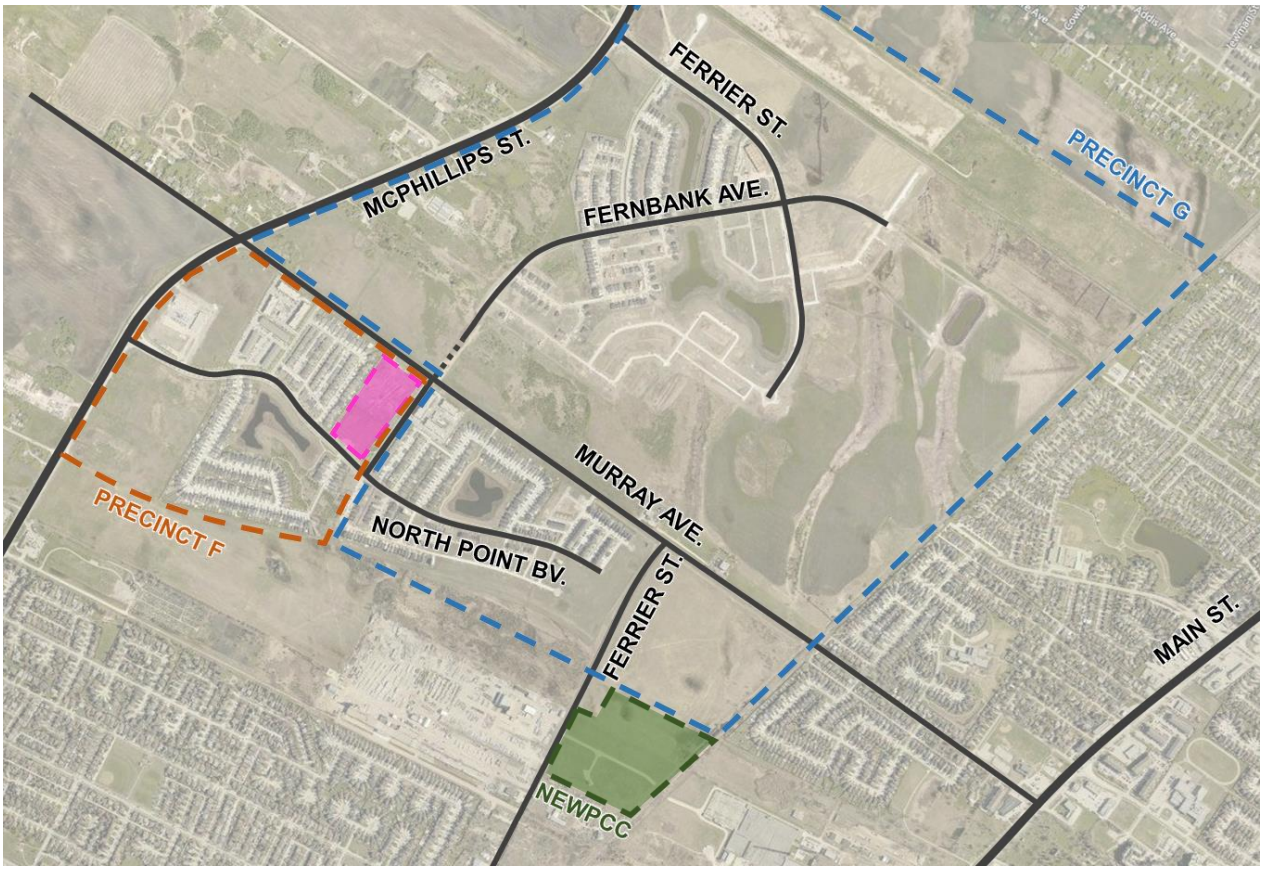

Figure 2: Illustration of Precinct F, Precinct G, and the School

Figure 3: Aerial view of the development near Murray Avenue in 2018 and 2024

Precinct F is approximately 122 acres in area and is bounded by Murray Avenue to the north, Mira Gate to the east, the future Chief Peguis Trail (CPT) extension to the south and McPhillips Street to the west. Based on the Transportation Review completed in 2013, it is estimated to have 350 single family dwelling units, 1,870 multi-family dwelling units, and 300,000 square feet of commercial area.

Precinct G is approximately 815 acres in area bounded by the West St. Paul boundary to the north, the C.P.R. line to the east, the future CPT extension to the south, and McPhillips Street to the west, excluding the area covered by Precinct F. According to the Transportation Study completed in 2017, Precinct G is estimated to include approximately 2,920 single family homes, 1,240 multi-family units, and around 255,000 square feet of commercial area. It is expected to be fully built by 2040.

The future kindergarten to grade eight school is presently being built at the corner of Murray Avenue and Mira Gate, with an expected opening date of fall 2026. The School, which has an expected enrollment of 700-850 students plus a 74-child on-site daycare, is anticipated to create approximately 2,200 daily trips by car, bus, bike or on foot. The increase in demand in the vicinity of the school as predicted in the Transportation Impact Study (TIS) resulted in the recommendation for an all-way stop control at the intersection of Murray Avenue and Mira Gate to accommodate the increase in traffic. This all-way stop control will be installed prior to the opening of the school.

NEWPCC is currently being upgraded to include a new Biosolids Facility. It is expected that the construction traffic for the Biosolids Facility will require all-way stop control at Murray Avenue and Ferrier Street to provide an adequate level of service for traffic on Ferrier Street. This assumes that most vehicles will access Ferrier Street from Murray Avenue.

Figure 4, below, illustrates the planned traffic control within the study area based on the development that is occurring in the area.

Figure 4: Planned traffic control within the study area

It is evident that the function and appearance/feel of Murray Avenue is changing, and a 70 km/h speed limit is no longer appropriate for this road.

Future Road Network

Murray Avenue is presently acting as both a means to access adjacent communities and as a route that connects McPhillips Street and Main Street. The closest east/west arterial within city limits that connects these two major arterials is Leila Avenue, which is approximately 1.7 km south of Murray Avenue. The absence of a major arterial in the vicinity of CPT connecting McPhillips Street and Main Street, along with the higher speed limit and relatively undeveloped surroundings on Murray Avenue, has made this a desirable route for drivers.

There are long-term, unfunded plans to urbanize Murray Avenue between McPhillips Street and east of Ferrier Street. This plan includes building Murray Avenue into a two-lane urban cross-section with an active transportation (AT) path and sidewalk along it. Construction of the upgrades to Murray Avenue is not anticipated to begin until after the NEWPCC upgrades are complete.

The CPT extension will have implications on Murray Avenue; however, the future of this project, including the timeline, is still unknown. As noted previously, Murray Avenue serves as a key northern connection between McPhillips Street and Main Street. With the development of Precincts F and G, traffic volumes on Murray Avenue have more than doubled since 2014. Once built, the CPT extension will take a significant burden off Murray Avenue.

SPEED LIMIT REVIEW PROCESS

In recommending appropriate speed limits, the Public Service follows the guidance from *Technical Guideline A-2b Speed Limit Reviews* which adopts the *Manitoba Infrastructure Guide for Setting Posted Speed Limits on Manitoba Roadways* (2019) engineering speed limit study as the framework, with minor modifications, to evaluate and recommend posted speed limits.

An engineering speed limit study can help identify, review, and propose solutions for roadways where the traffic authority has concerns with the current speeds. The study provides a recommendation of speed limit based on the operating speed, target speed, and collision history, as well as other contextual considerations. A summary of the City's speed limit review process is in Appendix B.

Vehicle Operating Speed Characteristics
Speed data collected on Murray Avenue in 2023 and 2026 is summarized in Table 1 and Table 2, respectively.

Location	Direction	Posted speed limit	50th percentile speed	85th percentile speed	15 km/h pace
East of Mira Gate	Eastbound	70	71	77	63-78
	Westbound	70	73	80	65-80
East of Ferrier Avenue	Eastbound	70	63	70	55-70
	Westbound	70	70	77	62-77

Table 1: Vehicle Operating Speed Data on Murray Ave in 2023

Location	Direction	Posted speed limit	50th percentile speed	85th percentile speed	15 km/h pace
East of Lyra Gate	Eastbound	70	67	75	60-75
	Westbound	70	65	72	57-72
East of Mira Gate	Eastbound	70	69	76	60-75
	Westbound	70	70	77	60-75
East of Ferrier Avenue	Eastbound	70	59	66	52-67
	Westbound	70	66	75	58-73

Table 2: Vehicle Operating Speed Data on Murray Ave in 2026

The 50th and 85th percentile speeds have decreased slightly between 2023 and 2026, possibly due to the development occurring in the area; however, the 2026 operating speeds still exceed what is desirable for a street directly adjacent to a K-8 school and leading to residential developments.

Target Speed
The target speed is the speed at which vehicles should operate on a facility to promote the safety and appropriate level of mobility for all road users. The target speed is determined using two approaches, (1) the Transportation Association of Canada (TAC) Guidelines for

Establishing Posted Speed Limits, and (2) comparison with similar classification roadways to promote city-wide consistency and driver expectation.

Based on the TAC methodology, the appropriate target speed for this segment of Murray Avenue is 60 km/h, primarily due to the limited infrastructure for active modes such as walking and cycling.

Sections of other roadways with similar characteristics include:

- King Edward Street (Jefferson Avenue to Haggart Avenue) – 60 km/h
- Shaftesbury Boulevard (Grant Avenue to Sterling Lyon Parkway) – 60 km/h
- Saskatchewan Avenue (Sturgeon Road to west City limit) – 60 km/h

There are very few 70 km/h collector streets in Winnipeg. Those that do exist either have limited to no development (such as King Edward Street north of Jefferson Avenue or Pipeline Road north of Templeton Avenue) or have a primarily industrial land use (such as Springfield Road or Dugald Road east of Lagimodiere Boulevard).

Collision History

Table 3 provides a summary of the most recent five years of available intersection collision claims data from Manitoba Public Insurance as well as any major collisions from Winnipeg Police Service.

Intersection with Murray Avenue	**Collision Severity**			**Collisions involving pedestrians or cyclists**	**Total collisions where speed on Murray Ave may have been a factor[1]**
	Property Damage Only	***Injury***	***Fatality***		
McPhillips Street[2]	18	5	0	0	21
Lyra Gate	0	2	1	1	2
Mira Gate	1	0	0	0	1
Ferrier Street	13	7	0	1	10

[1] As per NCHRP Report 317:

- rear-end collisions on the roadway being assessed – drivers not anticipating a queue
- run-off-road collisions – drivers avoiding conflicts in the roadway proper
- angle collisions – drivers accepting gaps that are too small

[2] Excludes collisions that are exclusively on McPhillips Street

Table 3: Murray Avenue Intersection Collisions (2019-2023)

There are 47 collision records for this section of Murray Avenue between the years 2019 and 2023. There is a total of 34 collisions where speed may have been a factor, which is approximately 70 percent of total collisions. It was also noted that many of the collisions were rear-end collisions, which there will be greater risk for when additional stop signs are introduced at Mira Gate and at Ferrier Street.

CONCLUSIONS AND RECOMMENDATIONS

There are many factors to consider when making recommendations for speed limits, including current operating speed, target speed, collision history, area plans, and more. Ultimately, the

Public Service is recommending a speed limit of 60 km/h on Murray Avenue from the CP tracks to McPhillips Street. The reasons for this include:

- The context of Murray Avenue is changing – the once greenfield space is developing rapidly into residential and commercial areas.

- The TAC methodology for establishing speed limits recommends a 60 km/h speed limit.

- The school, which is opening in the fall of 2026, is located on Murray Avenue at Mira Gate, and will see students as young as kindergarten age (i.e., five-year-olds) travelling to school.

- The presence of the school will require a Reduced Speed School Zone (RSSZ), meaning a portion of Murray Avenue will have a 30 km/h speed limit from 07:30 a.m. to 5:30 p.m., Monday to Friday, September to June.

- As Murray continues to develop, maintaining a 70 km/h speed limit would contribute to unsafe driving behaviour.

With the presence of the school, Murray Avenue will also have a 30 km/h reduced speed school zone. A by-law update will be sent to Council for this change. Due to the recommended speed limit changes on Murray Avenue, the Public Service will investigate installing speed reader boards to ensure vehicles are traveling at the appropriate speed limit.

FINANCIAL IMPACT

Financial Impact Statement **Date:** April 16, 2026

Project Name: **First Year of Program** **2026**

Speed Limit on Murray Avenue

	2026	2027	2028	2029	2030
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 1,300	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 1,300	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	1,300	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: Direct costs represent the cost to install speed limit signs on Murray Avenue and will be funded by the 2026 Public Works operating budget.

J. Ruby, 2026-04-17

J. Ruby CPA, CA
Manager of Finance and Administration

CONSULTATION

This Report has been prepared in consultation with: n/a

OURWINNIPEG POLICY ALIGNMENT

The recommendations within this report are consistent with policies that fit within two goals in OurWinnipeg2045, specifically:

Environmental Resilience Goal

- Policy 2.5 Climate Resilient Growth – Actively explore innovative approaches to city building, an integrated and sustainable transportation system and related infrastructure capacity enhancements that mitigate the impact of climate risk on infrastructure; leverage targeted densities as detailed in Complete Communities; and minimize conflict between different street functions and users. Economic Prosperity Goal
- 3.17 Sustainable Transportation Connectivity – Prioritize enhancements to the integrated and sustainable transportation system that improve its viability and access to places such as educational institutions, employment opportunities, recreation and library facilities, providers of essential goods and services and health providers, especially for children, and for neighbourhoods most impacted by poverty.

Good Health and Well-Being Goal

- Policy 4.10 Transportation Safety – Design, construct, maintain, and regulate an integrated and sustainable transportation system and related infrastructure that optimize safe, connected and reliable mobility, and minimize severe injuries and fatalities for all road users

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Consideration was given as to whether this report connects to the Winnipeg Climate Action Plan (CAP), and it was determined that the CAP is not applicable to this specific report.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Consideration was given as to whether this report connects to the Winnipeg Poverty Reduction Strategy (PRS) and its Goals and Objectives, and it was determined that the PRS is not applicable to this specific report.

SUBMITTED BY

Department: Public Works
Division: Transportation
Prepared by: A. Ominski, M.Sc., P.Eng., Community Traffic Engineer
Date: April 20, 2026

Attachments:

Appendix A: Draft By-law Amendment

Appendix B: Speed Limit Review Process
(see below)

APPENDIX B – SPEED LIMIT REVIEW PROCESS

The Winnipeg Public Service has adopted the *Manitoba Infrastructure Guide for Setting Posted Speed Limits on Manitoba Roadways* (2019) engineering speed limit study as the framework, with minor modifications, to evaluate and recommend posted speed limits.

An engineering speed limit study can help identify, review, and propose solutions for roadways where the traffic authority has concerns with the current speeds. The engineering speed limit study provides a speed limit recommendation based on the operating speed, target speed, and collision history.

Operating Speed

The operating speed is the speed at which motorists choose to travel on a given roadway. Speed choice by drivers is based on a variety of factors, including roadway and roadside characteristics, weather, traffic characteristics, vehicle characteristics and the purpose of the trip. The operating speed for a particular road section can be estimated by measuring individual speeds through a spot speed study. The following describes operating speed characteristics:

- ***50th Percentile Speed.*** The 50th percentile speed is the speed at or below 50 percent of the measured speeds in a spot speed study.
- ***85th Percentile Speed***. The 85th percentile speed is the speed at or below 85 percent of the measured speeds in a spot speed study.
- ***15 km/h pace.*** The 15 km/h pace is the 15 km/h range of speeds that encompasses the greatest percentage of measured speeds in a spot speed study.

Target Speed

The target speed is the speed at which vehicles should operate on a facility in order to promote the safety and appropriate level of mobility for all road users. The following factors can influence target speed:

- pedestrian exposure
- cyclist exposure
- stakeholder input
- roadside environment
- roadside hazards
- average lane width
- presence of a median
- horizontal and vertical alignment
- roadway surface type
- number of intersections with public roads
- number of private access driveways
- on-street parking

The target speed is determined using two approaches, (1) the Transportation Association of Canada *Guidelines for Establishing Posted Speed Limits*, and (2) comparison with similar classification roadways to promote city-wide consistency and driver expectation.

Collision History

A collision history review can identify sections of roadway that are performing poorly from a road safety perspective. A high collision frequency or rate at a location may indicate any number of operational or geometric issues and does not necessarily indicate speed as a primary contributing factor. A closer analysis of the collision types, locations, time of day, weather conditions and other factors is useful for understanding the role of speed, if any, in the collisions. National Cooperative Highway Research Program (NCHRP) Report 613 describes

the following collision patterns where inappropriate speed is more likely to be a contributing factor:

- rear-end collisions – drivers not anticipating the location of the back of a queue
- run-off-road collisions – drivers avoiding conflicts in the roadway proper
- angle collisions – drivers accepting gaps that are too small

Analysis of the collision data is necessary to determine if these patterns could also be attributed to other factors, such as driver inattention or impairment, geometric conditions (alignment or sight distance) or other conditions that do not meet a driver's expectations.